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THE PRESIDENT'S MESSAGE.

Generally speaking, President Taft's message to Congress, presented today, will be found a very pleasing and satisfactory document. It is conservative in tone, yet forceful, and carries with it the conviction that the country's affairs are moving along smoothly and that the plans outlined for future legislation and the conduct of the administration will work out to the best interests of our business and social life. In his recent tour President Taft outlined his policies quite thoroughly, so that much that is contained in the message was foreseen and anticipated. These policies may be described in a word as Rooseveltian, tempered by the difference in temperament between the present and former executives.

The message shows that the administration is rightly pursuing the policy of economy which the Republican party promised the people previous to election. The needs of the various departments and of the government have been cut down as much as possible, the army estimates alone for the coming fiscal year having been reduced forty-five millions. The extent to which estimates have been decreased may readily be appreciated when it is stated that while the close of the present fiscal year on June 30, 1910, will show a deficit of over seventy-three millions there will be no deficit at the close of the coming fiscal year, but a surplus of approximately seven hundred and twelve thousand dollars.

Two of the most important recommendations of the president are relative to changes in judicial procedure in civil and criminal cases and the amendment of injunctions. In the president's mind a reduction in the expense to private litigants in civil cases and the facilitating of final decision in both civil and criminal cases constitute the greatest needs in American institutions. It is a well known fact that in many cases, civil and criminal, there is too much delay, technicality and red tape methods. Especially in civil cases this works to the disadvantage of people in poor or even moderate circumstances and to the advantage of the wealthy, while in criminal cases the ends of justice are often defeated. Concerning the issuance of injunctions the president sticks closely to a campaign promise in which the Republican party advised legislation to give previous notice except where irreparable injury would result from delay, in which case a speedy hearing thereafter should be granted. The present laws

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governing injunctions are unjust in their application in many cases and such legislation as recommended would be only fair.

The anti-trust and interstate commerce laws are not touched upon in the message, the president preferring to deal with these in later special messages. The sugar scandal is referred to, but a congressional investigation is not advised at this time because of possible embarrassment to the pending probe. A similar reason prompted the president not to recommend any amendments to the anti-trust laws at present, fearing that in some way pending cases might be affected. The president shows excellent judgment in his decision to let these matters go for a time and handle them later in special communications.

No further revision of the tariff is recommended until the tariff board's investigations reveal reliable facts upon which such revision can be intelligently undertaken. Mr. Taft's judgment in this respect will meet with general approval as there is nothing that so completely upsets the country and mars the even tenor of business as tariff agitation.

An interesting item in the message is the announcement that the cost of the Panama canal, which will be completed by Jan. 1, 1915, will be \$375,291,600. Many other matters of interest are touched upon, and legislation urged which will be recognized as timely and in most cases urgent.

HOW IT WORKS.

Many Americans have difficulty about understanding why the British people stick to a monarchical form of government instead of adopting a republican system similar to ours. The fact is that for many sane purposes the British system is more completely and quickly responsive to the will of the people than is our own. A short editorial article in the Detroit News explains this clearly in outlining what will follow the action of the house of lords in refusing to approve the budget adopted by the house of commons. It is given:

By turning down the budget by a vote of 350 to 75 the British house of lords has put the issue up to the people.

Now the world will have another of those admirable demonstrations of close and quick touch between the government and the people. The people of Great Britain have the effects of the initiative, referendum and recall by consent of their government.

Members of parliament, when in doubt as to the minds of the majority of their constituents, resign and let the people decide again whether they shall be continued in office or replaced by representatives of the opposing element. Thus the people have direct action on all questions of great moment, and the members of parliament, although elected for long terms, agree that they are only entitled to the office as long as they are representing the will of the majority of their constituents.

Elections will be quickly called and as promptly effected while parliament takes a short recess. Within a period of six weeks or two months a parliament which is set from the hands of the people will take up again the discussion of the budget, with perfect assurance that the members know just how the majority of the people of the United Kingdom stand.

In the United States we would have to wait until the regular congressional elections. By that time all manner of new issues might be trumped up to create a diversion of the public attention. Many new congressmen would be elected, but none of them would take their seats until fully a year had passed. If the speaker of the house and his committee were hostile to the reform measure, they might prevent a new bill from coming before congress for an indefinite period. Yet, our claim, is a government of the people, while the British are clinging to what we term an effete monarchical system.

From this it will be seen that in some respects, and these very important, the British system is actually more democratic than ours. The government in that country is more immediately in touch with popular sentiment and more dependent on it, as will be shown by the course of things there following the dissolution of the present parliament. To be sure, there is a king at the head of the British government, but about all he is of use for in our day is to set the fashions, as he has really no power to be compared with that wielded by a president of the United States.

This explains why the British people are content to put up with a form of government ostensibly monarchical. In practical operation it is actually more republican than our republican system, save where the privileges of the peers as a legislative body interfere, as in the case of the budget, to which the house of lords refused approval.

HELP A GOOD CAUSE ALONG.

In addition to the many excellent rules that have been laid down for the guidance of the public in its Christmas buying and giving, there is one other that nobody should neglect; don't forget to lay in a supply of anti-tuberculosis Christmas stamps, and don't forget to affix them to your holiday letters and parcels.

The design this year is simpler and slighter than that of last year but the purpose and effect of the stamps are the same. When you buy a dollar's worth of anti-tuberculosis stamps you contribute a dollar to the cause of the anti-tuberculosis campaign—a campaign that, properly supported by the public, will end in complete victory over the destroying plague that now undermines the efficiency of American life, slays its countless victims every year, and keeps an innumerable horde of victims in sadly pathetic disability. Buy and use the Christmas stamps. Do it for humanity.

PRESIDENT TAFT'S MESSAGE READ IN CONGRESS TODAY

Continued from Page 1.

prehension which gave rise to the Monroe doctrine may be said to have nearly disappeared, and neither the doctrine as it exists nor any other doctrine of American policy should be permitted to operate for the perpetuation of irresponsible government, the escape of just obligations or the insidious allegation of dominating ambitions on the part of the United States.

My meeting with President Diaz and the greeting exchanged on both American and Mexican soil served, I hope, to signalize the close and cordial relations which so well bind together this republic and the great republic immediately to the south, between which there is so vast a network of material interests.

I am happy to say that all but one of the cases which for so long vexed our relations with Venezuela have been settled within the past few months and that, under the enlightened regime now directing the government of Venezuela, provision has been made for arbitration of the remaining case before The Hague tribunal.

On July 30, 1909, the government of Panama agreed, after considerable negotiation, to indemnify the relatives of the American officers and sailors who were brutally treated, one of them having, indeed, been killed by the Panamanian police this year.

This government was obliged to intervene diplomatically to bring about arbitration or settlement of the claim of the Emery company against Nicaragua, which it had long before been agreed should be arbitrated. A settlement of this troublesome case was reached by the signature of a protocol on Sept. 18, 1909.

Many years ago diplomatic intervention became necessary to the protection of the interests in the American claim of Alsop & Co. against the government of Chile. The government of Chile had frequently admitted obligation in the case and had promised this government to settle it. There had been two abortive attempts to do so through arbitral commissions, which failed through lack of jurisdiction. Now, happily, as the result of the recent diplomatic negotiations, the governments of the United States and of Chile, actuated by the sincere desire to free from any strain those cordial and friendly relations upon which both set such store, have agreed by a protocol to submit the controversy to definitive settlement by his Britannic majesty Edward VII.

The Nicaraguan Trouble.

Since the Washington conventions of 1907 were communicated to the government of the United States as a consulting and advising party this government has been almost continuously called upon by one or another and in turn by all of the five Central American republics to exert itself for the maintenance of the conventions. Nearly every complaint has been against the Zelaya government of Nicaragua, which has kept Central America in constant tension or turmoil. The responses made to the representations of Central American republics as due from the United States on account of its relation to the Washington conventions have been at all times conservative and have avoided, so far as possible, any semblance of interference, although it is very apparent that the considerations of geographic proximity to the canal zone and of the very substantial American interests in Central America give to the United States a special position in the zone of these republics and the Caribbean sea.

I need not rehearse here the patient efforts of this government to promote peace and welfare among these republics, efforts which are fully appreciated by the majority of them who are loyal to their true interests. It would be no less unnecessary to rehearse here the sad tale of unspokeable barbarities and oppression alleged to have been committed by the Zelaya government. Recently two Americans were put to death by order of President Zelaya himself. They were officers in the organized forces of a revolution which had continued many weeks and was in control of about half of the republic, and as such, according to the modern enlightened practice of civilized nations, they were entitled to be dealt with as prisoners of war.

At the date when this message is printed this government has terminated diplomatic relations with the Zelaya government for reasons made public in a communication to the former Nicaraguan charge d'affaires and is intending to take such future steps as may be found most consistent with its dignity, its duty to American interests and its moral obligations to Central America and to civilization. It

may later be necessary for me to bring this subject to the attention of the congress in a special message.

In the Far East.

In the far east this government preserves unchanged its policy of supporting the principle of equality of opportunity and scrupulous respect for the integrity of the Chinese empire, to which policy are pledged the interested powers of both east and west.

By the treaty of 1903 China has undertaken the abolition of the unequal and disproportionate raising of the customs tariff along with currency reform. These reforms being a manifest advantage to foreign commerce as well as to the interests of China, this government is endeavoring to facilitate these measures and the needful acquiescence of the treaty powers.

When it appeared that Chinese linen revenues were to be hypothecated to foreign bankers in connection with a great railway project it was obvious that the governments whose nationals held this linen would have a certain direct interest in the question of the carrying out by China of the reforms in question. The administration deemed American participation to be of great national interest. Happily, when it was a matter of broad policy urgent that this opportunity should not be lost, the indispensable instrumentality presented itself when a group of American bankers of international reputation and great resources agreed to share in the loan upon precisely such terms as this government should approve. The chief of these terms was that American railway material should be upon an exact equality with that of the other nationalities joining in the loan in the placing of orders for this whole railway system. After months of negotiation the equal participation of Americans seems at last assured.

In one of the Chinese-Japanese conventions of Sept. 1 of this year there was a provision which caused considerable public apprehension in that upon its face it was believed in some quarters to seek to establish a monopoly of mining privileges along the South Manchurian and Antung-Mukden railroads and thus to exclude Americans from a wide field of enterprise, to take part in which they were by treaty with China entitled. After a thorough examination of the conventions and of the several contextual documents the secretary of state reached the conclusion that no such monopoly was intended or accomplished. This government made inquiry of the Imperial Chinese and Japanese governments and received from each official assurance that the provision had no purpose inconsistent with the policy of equality of opportunity to which the signatories, in common with the United States, are pledged.

Our traditional relations with the Japanese empire continue cordial, as usual. The arrangement of 1903 for a co-operative control of the coming of laborers to the United States has proved to work satisfactorily. The matter of a revision of the existing treaty between the United States and Japan which is terminable in 1912 is already receiving the study of both countries.

The Department of State.

I earnestly recommend to the favorable action of the congress the estimates submitted by the department of state and most especially the legislation suggested in the secretary of state's letter of this date whereby it will be possible to develop and make permanent the reorganization of the department upon modern lines in a manner to make it a thoroughly efficient instrument in the furtherance of our foreign trade and of American interests abroad.

Under a provision of the act of Aug. 5, 1909, I have appointed three officials to assist the officers of the government in collecting information necessary to a wise administration of the tariff act of Aug. 5, 1909. As to questions of customs administration they are co-operating with the officials of the treasury department and as to matters of the needs and the exigencies of our manufacturers and exporters with the department of commerce and labor in its relation to the domestic aspect of the subject of foreign commerce.

As a consequence of section 2 of the tariff act of Aug. 5, 1909, it becomes the duty of the secretary of state to conduct as diplomatic business all the negotiations necessary to place him in a position to advise me as to whether or not a particular country unduly discriminates against the United States in the sense of the statute referred to.

Government Expenditures and Revenues.

Perhaps the most important question presented to this administration is that of economy in expenditures and sufficiency of revenue.

The report of the secretary shows that the ordinary expenditures for the current fiscal year ending June 30, 1910, will exceed the estimated receipts by \$34,075,620. If to this deficit are added the sum to be disbursed for the Panama canal, amounting to \$28,000,000, and \$1,000,000 to be paid on the public debt, the deficit of ordinary receipts and expenditures will be increased to a total deficit of \$73,075,620. This deficit the secretary proposes to meet by the proceeds of bonds issued to pay the cost of constructing the Panama canal. I approve this proposal.

The Panama Canal.

The policy of paying for the construction of the Panama canal out of current revenue, but by bond issue, was adopted in the Spooner act of 1902, and there seems to be no good reason for departing from the principle by which a part at least of the burden of the cost of the canal shall fall upon our posterity, who are to enjoy it, and there is all the more reason for this view because the actual cost to date of the canal, which is now half done and which will be completed Jan. 1, 1915, shows that the cost of engineering and construction will be \$207,700,000 instead of \$130,705,200, as originally estimated. In addition to engineering and construction, the other expenses, including sanitation and government and the amount paid for

the properties, the franchise and the privilege of building the canal, increase the cost by \$75,935,000 to a total of \$307,635,200. The increase in the cost of engineering and construction is due to a substantial enlargement of the plan of construction by widening the canal 100 feet in the Culebra cut and by increasing the dimensions of the locks, to the under-estimate of the quantity of the work to be done under the original plan and to an under-estimate of the cost of labor and materials, both of which have greatly enhanced in price since the original estimate was made.

Government Economy.

In order to avoid a deficit for the ensuing fiscal year I directed the heads of departments in the preparation of their estimates to make them as low as possible consistent with imperative governmental necessity. The result has been, as I am advised by the secretary of the treasury, that the estimates of the expenses of the government for the fiscal year ending June 30, 1911—that is, for the next fiscal year—are less by \$55,063,000 than the total of appropriations for the current fiscal year and less by \$94,000,000 than the estimates for that year. So far as the secretary of the treasury is able to form a judgment as to future income, there will be no deficit in the year ending June 30, 1911, but a small surplus of \$712,600.

In the present estimates the needs of the departments and of the government have been cut to the quick. For the purpose of securing information which may enable the executive and the legislative branches to unite in a plan for the permanent reduction of the cost of governmental administration the treasury department has instituted an investigation by one of the most skilled expert accountants in the United States. The object of the investigation is to devise means to increase the average efficiency of each employee. There is great room for improvement toward this end, not only by the reorganization of bureaus and departments and in the avoidance of duplication, but also in the treatment of the individual employee.

Under the present system it constantly happens that two employees receive the same salary when the work of one is far more difficult and important and exacting than that of the other. Superior ability is not rewarded or encouraged.

Civil Pensions.

As the degree of efficiency in all the departments is much lessened by the retention of old employees who have outlived their energy and usefulness it is indispensable to any proper system of economy that provision be made so that their separation from the service shall be easy and inevitable. It is impossible to make such provision unless there is adopted a plan of civil pensions. We cannot, in view of the advancing prices of living, hope to save money by a reduction in the standard of salaries paid. Indeed, if any change is made in that regard an increase rather than a decrease will be necessary, and the only means of economy will be in reducing the number of employees and in obtaining a greater average of efficiency from those retained in the service.

Frauds in the Collection of Customs.

I regret to refer to the fact of the discovery of extensive frauds in the collection of the customs revenue at New York city, in which a number of the subordinate employees in the weighing and other departments were directly concerned and in which the beneficiaries were the American Sugar Refining company and others. The frauds consisted in the payment of duty on underweights of sugar. The government has recovered from the American Sugar Refining company all that it is shown to have been defrauded of. The sum was received in full of the amount due which might have been recovered by civil action against the beneficiary of the fraud, but there was an excess reservation in the contract of settlement by which the settlement should not interfere with or prevent the criminal prosecution of every one who was found to be subject to the same.

Criminal prosecutions are now proceeding against a number of the government officers. The treasury department and the department of justice are exerting every effort to discover all the wrongdoers, including the officers and employees of the companies who may have been privy to the fraud. It would seem to me that an investigation of the frauds by congress at present, pending the probing by the treasury department and the department of justice, as proposed, might by giving immunity and otherwise prove an embarrassment in securing conviction of the guilty parties.

Maximum and Minimum Clause in Tariff Act.

Two features of the new tariff act call for special reference. In order that the maximum duty shall be charged against the imports from a country it is necessary that the executive shall find on the part of that country not only discriminations in its laws or the practice under them against the trade of the United States, but that the discriminations found shall be undue—that is, without good and fair reason. No one is seeking a tariff war or a condition in which the spirit of retaliation shall be aroused.

Tariff Readjustment.

The new tariff law enables me to appoint a tariff board to assist me in connection with the department of state in the administration of the minimum and maximum clause of the act and also to assist officers of the government in the administration of the entire law. I believe that the work of this board will be of prime utility and importance whenever congress shall deem it wise again to readjust the customs duties. If the facts secured by the tariff board are of such a character as to show generally that the rates of duties imposed by the present tariff law are excessive under the principles of protection as described in the platform of the successful party at the late election I shall not hesitate to invite the attention of congress to this fact and to the

necessity for action predicated thereon. Nothing, however, hails business and interferes with the course of prosperity so much as the threatened revision of the tariff, and until the facts are at hand, after careful and deliberate investigation, upon which such revision can properly be undertaken, it seems to me unwise to attempt it.

War Department.

In the interest of immediate economy I have required a reduction in the estimates of the war department for the coming fiscal year which brings the total estimates down to an amount forty-five millions less than the corresponding estimates for last year. This could be accomplished only by cutting off new projects and suspending for the period of one year all progress in military matters. For the same reason I have directed that the army shall not be recruited up to its present authorized strength. These measures can hardly be more than temporary, for I am sure that the interests of the military establishment are seriously in need of careful consideration by congress.

The secretary of war calls attention to a number of needed changes in the army, in all of which I concur, but the point upon which I place most emphasis is the need for an elimination bill providing a method by which the merits of officers shall have some effect upon their advancement and by which the advancement of all may be accelerated by the effective elimination of a definite proportion of the least efficient.

The military and naval joint board have unanimously agreed that it would be unwise to make the large expenditures which at one time were contemplated in the establishment of a naval base and station in the Philippine Islands and have expressed their judgment, in which I fully concur, in favor of making an extensive naval base at Pearl Harbor, near Honolulu, and not in the Philippines.

The Navy.

The return of the battleship fleet from its voyage around the world in more efficient condition than when it started was a noteworthy event of interest alike to our citizens and the naval authorities of the world. The marked success of the ships in steaming around the world in all weathers on schedule time has increased respect for our navy and has added to our national prestige.

It is a regrettable fact that the higher officers are old for the responsibilities of the modern navy, and the admirals do not arrive at flag rank young enough to obtain adequate training in their duties as flag officers.

Owing to the necessity for economy in expenditures, I have directed the curtailment of recommendations for naval appropriations so that they are thirty-eight millions less than the corresponding estimates of last year, and the request for new naval construction is limited to two first class battleships and one repair vessel.

The secretary of the navy has inaugurated a tentative plan involving certain changes in the organization of the navy department, including the navy yards, all of which have been found by the attorney general to be in accordance with law. I have approved the execution of the plan proposed because of the greater efficiency and economy it promises.

Department of Justice—Expedition in Legal Procedure.

The deplorable delays in the administration of civil and criminal law have received the attention of committees of the American Bar association and of many state bar associations as well as the considered thought of judges and jurists. In my judgment, a change in public procedure, with a view to reducing its expense to private litigants in civil cases and facilitating the dispatch of business and final decision in both civil and criminal cases, constitutes the greatest need in our American institutions. I do not doubt for one moment that much of the lawless violence and cruelty exhibited in lynchings are directly due to the uncertainties and injustice growing out of the delays in trials, judgments and the executions thereof by our courts.

I therefore recommend legislation providing for the appointment by the president of a commission with authority to examine the law and equity procedure of the federal courts of first instance, the law of appeals from those courts to the courts of appeals and to the supreme court and the costs imposed in such procedure upon the private litigants and upon the public treasury and make recommendation with a view to simplifying and expediting the procedure as far as possible and making it as inexpensive as may be to the litigant of little means.

The platform of the successful party in the last election contained the following:

Injunctions Without Notice.

"We believe that the rules of procedure in the federal courts with respect to the issuance of the writ of injunction should be more accurately defined by statute and that no injunction or temporary restraining order should be issued without notice, except where irreparable injury would result from delay, in which case a speedy hearing thereafter should be granted."

I recommend that in compliance with the promise thus made appropriate legislation be adopted. Moreover, every such injunction or restraining order, issued without previous notice and opportunity by the defendant to be heard should by force of the statute expire and be of no effect after seven days from the issuance thereof or within any time less than that period which the court may fix unless within such seven days or such less period the injunction or order is extended or renewed after previous notice and opportunity to be heard.

Anti-trust and Interstate Commerce Laws.

The jurisdiction of the general government over interstate commerce has led to the passage of the so-called "Sherman anti-trust law" and the "interstate commerce law" and its amendments. The developments in the

operation of those laws call for a discussion and some suggestions as to amendments. These I prefer to embody in a special message.

Postoffice Department—Second Class Mail Matter.

The deficit every year in the postoffice department is largely caused by the low rate of postage on a cent a pound charged on second class mail matter, which includes not only newspapers, but magazines and miscellaneous periodicals. The actual loss growing out of the transmission of this second class mail matter at 1 cent a pound amounts to about \$65,000,000 a year. The average cost of the transportation of this matter is more than 5 cents a pound. The statistics of 1907 show that second class mail matter constituted 63.91 per cent of the weight of all the mail and yielded only 5.19 per cent of the revenue.

The figures given are startling and show the payment by the government of an enormous subsidy to the newspapers, magazines and periodicals. A great saving might be made, amounting to much more than half of the loss, by imposing upon magazines and periodicals a higher rate of postage.

Postal Savings Banks.

I believe postal savings banks to be necessary in order to offer a proper inducement to thrift and saving to great many people of small means who do not now have banking facilities to whom such a system would offer an opportunity for the accumulation of capital. They will furnish a satisfactory substitute, based on sound principle and actual successful trial in nearly all the countries of the world, for the system of government guaranty of deposits now being adopted in several western states which, with deference to those who advocate it, seems to me to have in it the seeds of demoralization to conservative banking and certain financial disaster.

Ship Subsidy.

Following the course of my distinguished predecessor, I earnestly recommend to congress the consideration and passage of a ship subsidy bill.

Interior Department—New Mexico and Arizona.

The successful party in the last election in its national platform declared in favor of the admission as separate states of New Mexico and Arizona, and I recommend that legislation appropriate to this end be adopted.

Alaska.

With respect to the territory of Alaska, I recommend legislation which shall provide for the appointment by the president of a governor and also of an executive council, the members of which shall during their term of office reside in the territory and which shall have legislative powers sufficient to enable it to give to the territory local laws adapted to its present growth. I strongly deprecate legislation looking to the election of a territorial legislature in that vast district.

Conservation of Natural Resources.

In several departments there is presented the necessity for legislation looking to the further conservation of our national resources, and the subject is one of such importance as to require a more detailed and extended discussion than can be entered upon in this communication. For that reason I shall take an early opportunity to send a special message to congress.

The White Slave Trade.

There is urgent necessity for additional legislation and greater executive activity to suppress the recruiting of the ranks of prostitutes from the streams of immigration into this country—an evil which, for want of a better name, has been called "the white slave trade."

Bureau of Health.

There seems to be no reason why all the bureaus and offices in the general government which have to do with the public health or subjects akin thereto should not be united in a bureau to be called the "bureau of public health."

Political Contributions.

I urgently recommend to congress that a law be passed requiring that candidates in elections of members of the house of representatives and committees in charge of their candidacy and campaign file in a proper office of the United States government a statement of the contributions received and of the expenditures incurred in the campaign for such elections and in regular legislation be enacted in respect to all other elections which are constitutionally within the control of congress.

Conclusion.

Speaking generally, the country is in a high state of prosperity. There is every reason to believe that we are on the eve of a substantial business expansion, and we have just garnered a harvest unexampled in the market value of our agricultural products. The use of our agricultural products, being high prices which such products bring mean great prosperity for the farming community; but, on the other hand, they mean a very considerably increased burden upon those classes in the community whose yearly compensation does not expand with the improvement in business and the general prosperity. Various reasons are given for the high prices. The proportionate increase in the output of gold, which today is the chief medium of exchange and is in some respects a measure of value, furnishes a substantial explanation of at least part of the increase in prices. The increase in population and the more expensive mode of living of the people, which have not been accompanied by a proportionate increase in acreage production, may furnish a further reason. It is well to note that the increase in the cost of living is not confined to this country, but prevails the world over, and that those who would charge increases in prices to the existing protective tariff must meet the fact that the rise in prices has taken place almost wholly in those products of the factory and farm in respect to which there has been either no increase in the tariff or in many instances a very considerable reduction.

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